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THE NEW YORK CITY PUBLIC SERVICE COMMISSION

BY TRAVIS H. WHITNEY

Secretary of the Commission

By Chapter 429 of the Laws of 1907 there were created in the State of New York two Public Service Commissions, displacing the Railroad Commission, Gas Commission, State Inspector of Gas Meters and, in New York City, the Rapid Transit Commission. The Commission for the First District was given jurisdiction in the four counties comprising the city of New York and the Second District Commission jurisdiction in the remainder of the state. The latter Commission has the problems arising from transportation on the great steam roads and from the many gas, electric and street car and interurban companies in the cities and towns of the State.

The Commission for the First District because of its jurisdiction in New York City is concerned almost exclusively with municipal questions, though actually exercising state functions except as to rapid transit. It has to deal with comparatively few companies, but because their business touches millions of people confined to a comparatively small area, the problems that arise have elements involving personal and municipal relations to a greater degree than is true with a commission with jurisdiction over a wide territory and scattered population.

The surface, elevated and subway companies in New York City carry annually over 1,300,000,000 passengers, which is over 66 per cent more than the total number of passengers carried on the steam railroads of the entire country. They have a capitalization of over \$533,000,000 and derive annually from their passengers over \$62,000,000 in fares. Until the recent receiverships the operating companies were concentrated into six groups.

The gas and electric companies have a capitalization of over \$386,000,000. The amount of gas sold in the city is over 32,000,000,000 cubic feet, which is more than 20 per cent of the entire production in the United States.

Before taking up the important matters dealt with by the Commis-

sion it will help to a clearer understanding to group the principal provisions of the law.

Duties Imposed on Companies. The following affirmative duties are imposed upon common carriers:

1. They must furnish such service and facilities as shall be safe and adequate and in all respects just and reasonable.
2. All charges made or demanded for service rendered shall be just and reasonable.
3. They must file with the Commissions and keep open for public inspection, schedules showing the rates of fares and charges for the transportation of passengers and property.
4. They must provide switch and sidetrack connections.
5. There must be no special rate, rebates or unjust discrimination.
6. There must be no free ticket, free pass or free transportation of passengers or property, except to railway officers and certain other specified individuals.

7. They must have sufficient and suitable cars for the transportation of freight in carload lots.

8. Railroads and street railroads must have sufficient cars and motive power to meet all requirements for the transportation of passengers and property that may reasonably be anticipated.

Powers Granted to the Commission. In order that the Commission may see that the public is adequately treated, they are given power:

1. To examine into the general condition, capitalization, franchises and management of all common carriers.

2. To examine all books, contracts, records, documents and papers and compel their production.

3. To establish a uniform system of accounts and prescribe the manner in which they shall be kept.

4. To prescribe the form of annual reports.

5. To require reports as to accidents and to investigate the same.

6. To order repairs, improvements and changes in tracks, switches, terminals, motive power or any other property or device, in order to secure adequate service,

7. To order increases in the number of trains, cars or motive power, or changes in the time of starting trains or cars.

8. To investigate as to any act done or omitted to be done in violation of law or of any order of the Commission.

9. To fix maximum rates that may be charged.

10. To entertain complaints by aggrieved persons and after hearings thereon, to order the carriers to make such changes as will remove the cause of complaint.

Similar powers are given to the Commission with respect to gas and electric companies, with the additional power to test gas and electric meters.

Subjects upon which Commission's Approval is Essential. In order that the franchises and capitalization of public service corporations may be properly controlled, the Act provides for the approval of the proper Commission, for example:

1. A certificate from the Commission is required before a railroad or street railroad or gas or electric company may begin new construction or the exercise of a franchise not theretofore exercised.

2. A franchise to own or operate a railroad or street railroad, or a gas or electric company, cannot be transferred or assigned without the approval of the Commission, nor is a contract relating thereto valid without the approval of the Commission.

3. Stocks, bonds, notes or other evidences of indebtedness of common carriers, or of gas and electric companies for a longer period than twelve months may not be issued without the approval of the proper Commission.

4. A railroad or street railroad company may not acquire any of the stock of a similar corporation without the consent of the Commission, nor may any stock corporation hold more than ten per cent of any public service corporation without the consent of the Commission.

5. A merger or consolidation of existing companies can be made only with the approval of the Commission, and even then there must be no capitalization of the merger itself.

Penalties for the Violation of Orders. The conclusions of the Commissions as to matters affecting companies are expressed in orders to the companies. Failure to comply with an order or with the provisions of the law subjects the companies to drastic penalties. Each day's violation constitutes a separate offense, and if the violator be a common carrier, the penalty is \$5,000; if other than a common carrier, \$1,000. Every individual who aids or abets any violation of an order of the Commission, or who fails to obey or aids or abets any corporation in its failure to obey, is guilty of a misdemeanor. In addition, the Commission may commence in the courts an action to secure a mandamus or an injunction and as to

any actions to which a Commission is a party, precedence is given over all cases on the calendars, except election cases.

Rapid Transit Jurisdiction of the First District Commission. In addition to the above supervisory powers there were transferred to the Commission for the First District the important powers and duties of the former Rapid Transit Commission under the Rapid Transit Act. These are

1. To grant certain classes of franchises, such as those now being exercised by the Pennsylvania Railroad and the McAdoo Companies, and
2. Subject to the approval of the Board of Estimate and Apportionment of the city, to lay out municipal rapid transit routes, prepare plans, obtain contractors, supervise construction and secure operators for such routes or under certain contingencies to operate them directly.

It will thus be seen that this Commission has the legal power to secure additional transit facilities for a given section of the city in two ways. It may require existing private companies to increase their facilities or it may provide a city owned rapid transit line operated either by a private company or by the Commission as agent of the city. There have been grave difficulties confronting the exercise of both of these methods, coupled with the delays incident to the organization of the Commission. The Commissioners when they entered office were under the necessity of organizing a competent staff and of laying down a course of procedure to be followed in a field where there were no precedents. The Commission now, after a year and a half, has a staff of employees numbering over 560 and an annual budget of about one million dollars. About sixty per cent of this goes to the maintenance of a large engineering department engaged in the preparation of plans and supervision of construction of subways. For its supervisory work the Commission has a Bureau of Transportation containing about 75 electrical and mechanical engineers and inspectors, who make inspections of service and equipment. Besides a large general office staff, there are also bureaus of gas meter testing, of statistics and accounts and of franchises. To handle the legal matters, there is a Counsel with a considerable department under him. The mere selection and training of such a large organization was in itself a tremendous task, yet so deplorable was the transportation service in portions of the city that the public could brook no delay after the Commissioners themselves

were once in office. It may be worth while to go over the situation as to some of the surface lines in order that there may be some appreciation of the task that first confronted the Commission in its efforts to see that the proper public service was rendered by companies to which the state had given the right and duty to render such service.

Conditions of Metropolitan System. The condition of the surface roads in the Metropolitan system in Manhattan and the Bronx before the Commission came into office could hardly have been worse. The controlling interests had apparently given their best attention to the securing of profits from the continued issuance and manipulation of new securities rather than from the transportation of passengers. Little attention was given to efficient service or the upkeep of the properties. The general investigation by the Commission, begun during its first month, with the Hon. William M. Ivins as counsel, disclosed that in large part the deplorable condition of this system was due to leases under which excessive rentals were paid, to piling up of bonded indebtedness with consequent increase of fixed charges, to improper expenditures for political purposes and for "acceleration of public opinion," as the chief agent of the company so well described it, and to the juggling of accounts by which unearned dividends were paid while the roads and equipment were allowed to deteriorate.

The consolidation of the system began in 1890 and continued for nearly fifteen years until the entire surface system and the elevated and subway were brought under one control. The leasing and purchasing of stock control went on with no state supervision. The increases in stocks and bonds were submitted to a state board which did little more than stamp its approval on the applications.

The accompanying table sets forth the various leases by which the various lines were brought into the Metropolitan Street Railway System.

It will be observed that with one exception the rental to be paid exceeded the dividend that the lessor had been able to earn when operating independently. On the top of this burden the Metropolitan was leased to the New York City Railway Company at a rental of 7 per cent on \$52,000,000.

Besides paying the above rentals, the lessee company paid the interest on all the bonded indebtedness of all these street railroads, so that by 1907, the total fixed charges payable by the New York City Railway Company on the roads in the Metropolitan Street Rail-

Company.	Date.	Amount of Stock of Lessor Company.	Rentals Exclusive of Interest.	Per cent of Rental on Stock of Lessor Company.	Average dividends paid for 15 preceding years.
Bleecker Street and Fulton Ferry.....	1876	\$900,000	\$13,500	1.5	
Christopher and 10th Street.....	1890	650,000	52,000	8.	1.6
Broadway and Seventh Avenue.....	1890	2,100,000	210,000	10.	5.2
Sixth Avenue.....	1892	2,000,000	145,000	7.2	8.5
Ninth Avenue.....	1892	800,000	64,000	8.	.7
Central Park, North and East River.....	1892	1,800,000	162,000	9.	4.6
42d Street and Grand Street Ferry.....	1893	748,000	134,640	18.	16.
23d Street Railway Company.....	1893	600,000	108,000	18.	10.
Eighth Avenue.....	1895	1,000,000	215,000	21.5	10.6
New York and Harlem.....	1896		400,000		
Second Avenue Railroad Company.....	1898	1,862,000	167,580	9.	3.5
Third Avenue Railroad Company.....	1900	1,600,000	960,000	6.	5.6
Central Crosstown.....	1904	600,000	90,000	15.	10.

way System amounted to \$11,000,000. After the making of these leases, those in control of this system increased interest charges by increasing the funded debt. The funded debt of all the leased roads aside from the Metropolitan Street Railway was increased after the making of the leases from \$11,000,000 to \$62,000,000. The bonded debt of the Metropolitan Street Railway Company was increased from \$9,000,000 in 1897 to \$44,000,000 in 1907, although this Company had but 28 miles of electric track, so that the bonded debt per mile of electric track was \$1,500,000 nearly twice the cost per mile of track of constructing and equipping the present subway.

A little over a year ago this system went into the hands of Federal receivers, and yet in the face of the facts that I have barely outlined above, there are those who say that the creation of the Commission caused the break-up of the system. The receivers have been endeavoring to improve the condition of the properties in their charge, but before long they will need to surrender their control and allow the properties to go back to the old companies or to newly organized companies. The Commission now has under way an appraisal of all the properties, tangible and intangible, of the surface lines of Manhattan and the Bronx that it may possess as full infor-

mation as possible when the capitalization of the reorganized companies comes before it for approval.

The recital of the above facts is sufficient to indicate the difficulties besetting the Commission in its attempts to secure the better service demanded immediately by the public in the leading borough of the city. Criticism has been made that the Commission has not secured sufficient results particularly during the current year, yet the Commission has been engaged upon what may be called important sub-surface and foundation work not apparent to the public, or to the newspapers, but upon which can be based effective future supervision of public services.

Forms of Accounts and of Reports. In the long run perhaps the most efficient power granted to the Commission is that of prescribing the systems of accounts to be kept by the various classes of public service corporations as well as the forms of periodical reports, with the power to examine at any time the books, vouchers and other records of the companies. It is of great importance that there shall be uniformity in accounts between all corporations of the same class and that accounts shall show clearly and accurately the specific sources of income and the purpose of every expenditure.

The Commission when it took up this duty adopted for the two steam roads within its district the forms prescribed by the Interstate Commerce Commission. As to electric street railroads and gas and electric companies it found that little work had been done other than by certain technical associations whose systems were not compulsory nor had they been generally accepted because of considerable differences of opinion within the associations themselves.

After conferences with the Interstate Commerce Commission, with other state commissions and with the associations representing the various classes of corporations, forms of accounts have been prescribed for gas and electric companies and for electric railroads. The general principles underlying these forms are set forth very fully in the able report of Commissioner Maltbie presented at the time of their adoption. Under these systems there will be prevented the charging of items to wrong accounts. Proper entries must be made for repairs, renewals and for deterioration to the end that on the one hand there may be a sufficient amount for proper dividends and on the other hand that sufficient provisions may be made for the maintenances to a proper degree of efficiency of the plant of the companies.

The establishment of such forms of accounts, together with the ability to see that they are followed, will be of the utmost value to the traveling and to the investing public. No longer will patrons be deprived of proper service and stockholders of their proper return by improper expenditures and entries.

Approval of Capital Issues, of Stock Control and of Leases. A further efficient power is the control of the Commission over future issues of stocks and bonds, over the holdings of stock by other corporations and over leases. Under the Act capital stock or bonds may be issued with the approval of the Commission for the following four purposes only:

Acquisition of property,

Construction, completion, extension or improvement of facilities,

Improvement or maintenance of service,

Discharge or lawful refund of obligations

and there can be no capitalization of a franchise other than of the actual amount paid to public authorities, nor can there be any capitalization of a merger above the combined capitalization of the companies merged.

The criticism has been made that the provisions of the law are so drastic that new capital will not invest in enterprises under it, yet applications for approval of securities for more than \$125,000,000 have been made to the Commission and a little over \$40,000,000 allowed. The refusal of one application is illustrative. An electric company dormant for many years applied for approval of large issues of stock and bonds with the declared intention of entering into competition in the electric field. The Commission refused to grant its approval having reached the conclusion that as to a public service which is in a measure a natural monopoly and where an existing company has the capacity and is rendering efficient service with power in the Commission to compel a maintenance and improvement of the standard it is economically unsound to allow a duplication of plant with the possibility of increased burden to the community through possible future common control. This decision has met with very general approval. As to two large applications granted the Commission first satisfied itself that there was sufficient property to secure the bonds approved and then carefully prescribed limits as to the prices at which they were to be sold with the alternative that the bonds must be put up to public bidding under the supervision of the Commission.

Stocks and bonds of public service corporations may not be acquired by other public service corporations without the approval of the Commission nor may any other stock corporation hold, save for collateral, more than 10 per cent of the stock of public service corporations. There has been no application to the Commission for approval to the acquisition of stock and, as the carnival of stock acquisition went on before the Commission was created, this provision of the Act seems to be a locking of the stable door after the *first* horse has been stolen.

The approval of leases and agreements will make control possible of the terms of future leases. The present receiverships have caused the breaking of a number of leases upon which excessive rentals have been paid and it is entirely possible that a means may be found whereby some of the remaining rentals may be substantially reduced. Apparently most of the financial difficulties of the city's lines, with the ensuing starvation of service and equipment, have arisen from the burdens of rentals.

Equipment and Appliances. Under its power to require changes in equipment and appliances, the Commission ordered the complete and thorough overhauling of all of the surface cars operated in the Boroughs of Manhattan and the Bronx, upon which over a million dollars has been expended. As a result the noise and strain incident to the running of rattling cars with flat wheels has been enormously decreased with increased car efficiency.

The cars of the Metropolitan proper, which were in such wretched condition that over 20 per cent were unable to complete a day's service without being run in for temporary repairs, are being overhauled under specifications prescribed by the Commission, so that now the daily run-ins for repairs has dropped to 5 per cent. The Receiver of the Third Avenue system has testified that he expected to find a going concern but found it nearly gone. He has, however, bought additional equipment, repaired and relaid tracks and is furnishing such service as to have reduced very materially the complaints against this road. The Commission has ordered the Interborough Company to equip two of its subway trains with side doors, to the end that if successful the entire subway system may be equipped with side doors. Other material subway changes have been recommended to the Commission by its engineers. One company operating over the Brooklyn Bridge had, at the time of the Commission's first investigation, five times its proportionate number of "break-

downs" on the bridge. As a result of orders of the Commission, these breakdowns have been reduced to one-fifth of their former number.

Accidents. The first order of the Commission required companies to give immediate notice by telephone of any accident and a written report within three days. To receive the telephonic notices, the office is kept open from 8 a.m. to 11 p.m. every day in the year and inspectors and a photographer are held in readiness to investigate the more serious accidents. The total number of accidents reported reaches nearly 50,000 in a year and the number killed nearly 600. The amounts paid out by the companies as damages and legal expenses absorb a considerable part of the income of the companies. In the case of the New York City Railway Company, operating all the surface lines of Manhattan and most of those of the Bronx, these accident expenses in 1907 were 9 per cent of the operating expenses and more than the amount paid for wages of conductors.

To reduce the number of accidents the Commission authorized a sub-committee of its bureau heads to make a special study of safety devices and accident prevention methods. This Committee during the months of October and November conducted at Schenectady, N. Y., and Pittsburg, Penna., exhaustive tests open to all fender and wheelguard manufacturers in this country and abroad. There were in attendance members of other state and Canadian commissions and many prominent railroad officials. The report of the tests is now before the Commission and will shortly be made public. It will be followed by orders of the Commission requiring the installation of approved fenders and wheelguards. The Committee will then take up thoroughly the matter of brakes. Already one company has been directed to give consideration to a change of the brakes used by it.

Increase in Service. The Commission may require by order increases in service under the provisions of the act that companies shall furnish adequate service and shall have sufficient cars and motive power to meet any requirements of transportation that may be reasonably anticipated. The problem presented, however, of defining what will be regarded as adequate service is shown by the fact that in the year 1907, disregarding the number of transfers, there were carried on the roads of the New York City Railway Company 66,000,000 more fare passengers than in the year 1906. It is not to be wondered at, that with the increase in the number of passengers incident to the growth of a great city, any increase in car

service ordered by the Commission is not readily apparent to the traveling public; yet of the time of the Commissioners, a relatively greater amount is taken up with consideration of increases in service than with any of their other important duties.

The problem of what shall be deemed adequate service on street car lines in a great city is purely relative. It differs from that presented in the case of lighting companies, for, with gas and electric companies, there is a well understood unit of service and a unit price and the consumer gets the units he pays for. Occasionally he thinks that the meter is not registering accurately and has it tested by the Commission. Outside of this and two or three other minor matters of complaint there is no problem of adequate or inadequate service. There are important questions of price and forms of contracts, but these are not elements of adequacy. In transportation there is no limit of service other than that a passenger upon payment of a fare is entitled to a ride. What does this mean where 20 per cent of the total travel takes place in a single hour? There are limits to the number of tracks on a leading street, to the number of cars that can run over the tracks in an hour and to the number of cars that the resources of a company can provide.

The Commission has endeavored to increase the efficiency of service by requiring improvements in equipment. It has studied street congestion and attempted to have routes so changed as to avoid the limiting points of capacity. It has also insisted that the so-called rush hour period shall be cut down. There is a period in New York City during which it is physically impossible to furnish seats for all, but the companies have fallen into the practice of calling the period during which they have not furnished seats as a rush hour period rather than the much shorter period when the rush of passengers who desire speed rather than seats overwhelms the capacity of the lines. Companies recognize that their profits are in the standees and it is a constant struggle to prevent the companies from causing unnecessary inconvenience to their passengers during non-rush hours. The art of cutting down trains and cars during non-rush hours has been described by one company official as "protecting revenue" on the theory that every train or car shall be run at a profit. This theory is unsound yet where shall the line be drawn? What proportion of its cars or trains can the Commission require a company to run regardless of profit in order that passengers shall not wait an undue length of time?

Rapid Transit. I have stated that besides its supervisory powers the Commission has certain powers and duties as to rapid transit. It has supervised the completion of the Brooklyn tunnel and subway and certain additions to the original subway, and now has under construction, through contractors, a \$10,000,000 loop subway to connect the Manhattan ends of the three East River bridges. The Commission has realized that these will not afford comprehensive and adequate service to the city and has adopted additional routes, one through Brooklyn and another the length of Manhattan and the Bronx. Their construction, however, is hardly a possibility until there is both a change in the attitude of the city administration and an expansion of the city's financial capacity either by economies as to other municipal expenditures or by a constitutional amendment allowing the exemption from the city debt limit of revenue producing enterprises.

To one interested in the administration of a law, that as to public services managed and operated by private companies gives power to prescribe forms of accounts and to supervise expenditures and the advisability of the issuance of securities, it is difficult not to give some attention to the affairs of the city. Certain improved forms of accounts and methods of entry are now being adopted following the volunteer suggestions of the Bureau of Municipal Research. The character of the enterprises into which the city has been and is putting its money is, however, of even more importance than the correct bookkeeping of the accounts.

In one class, in which should be included the docks and the existing water system, is the subway. Under the Rapid Transit Act a subway must be leased on such a rental as will provide at least interest on the bonds issued for construction and one per cent a year for a sinking fund for the retirement of the bonds. The city thus secures in less than fifty years an extinction of the bonds and has the subway as a clear asset.

In another class may be included the Staten Island ferry operated by the city at a deficit said to be in excess of the total amount of taxes collected in Staten Island. A deficit exists also in the operation of the 39th Street ferry and now there is a plan on foot for the city to take over the operation of other ferries across the East River. These ferries have been made unprofitable for the private companies operating them largely by the construction of bridges across the East River and as to its bridges the city appears to be a poor investor.

The Brooklyn Bridge which has up to this time cost about \$25,000-000 and now said to be needing reconstruction brings no net income to the city. The railroad companies occupy it almost exclusively yet the rentals which they pay are deducted from their franchise tax. The same is true as to the Williamsburg Bridge. The Blackwell's Island Bridge is said to have strength only for trolley cars, though built to include elevated lines. The Manhattan bridge is nearing completion and will probably carry important transit lines. Yet from none of these bridges will any income be derived under the present policy of the city as to bridges. They have cost enough to have constructed several subways connecting the boroughs, which if built under the Rapid Transit Act would have been, from a municipal financial point of view, self-sustaining.

As a part of the Williamsburg Bridge there has been constructed an underground terminal sufficient in size for trolley cars and elevated trains and costing \$1,000,000. This terminal is being used by the various Brooklyn lines under an oral agreement from which no rent is derived by the city.

No difficulty appears to prevent appropriations to any amount for these unprofitable enterprises, but as to rapid transit routes objections seemingly insurmountable to the present city administration are immediately raised. To many citizens of the city, however, the present inadequate transportation facilities seem a sufficient reason for economy as to expenditures for enterprises that are comparative luxuries.

Gas and Electric Companies. With gas and electric companies the problems are largely those arising from the instruments for measuring the service furnished and from the conditions that the companies have sought to impose in their so-called contracts. The question of the price of gas has been under litigation in the 80-cent gas case which is now awaiting decision in the Supreme Court of the United States. No gas meters may be placed in use until tested by the Commission and the Commission has recently required that all meters that have been in use for more than seven years shall be removed and retested. Of the electric meters in use in the city, the Commission has made thorough tests of each type in use and will probably prohibit the use of such types as appear not to be reliable.

To contract conditions sought to be imposed by electric companies, the Commission has given careful attention and after a protracted inquiry has arrived at an order that requires the companies to file

thirty days in advance of their effectiveness all forms of contracts. This, with an order prohibiting discrimination among customers, will largely do away with complaints that the electric companies give special rates to favored or large customers. One of the conditions imposed by the companies when the electric inquiry was begun provided that a consumer could take electricity from no other source even including in the prohibition his own private lighting plant. This condition was gradually driving out of use the private plants in the large buildings, for the owners could not run the risk of their own plants breaking down and be without ability to get electricity from the company. The Commission entered into an understanding with the companies whereby this "break-down" and "auxiliary" service was to be given to owners of private plants under conditions that could be watched and after a year's test could be prescribed.

Conclusions. I have endeavored to sketch in outline the general provisions of the Public Service Commissions Law and certain of the important efforts of the Commission for the First District. The Commission has now been in office a sufficient length of time to have laid the foundations for the kind of supervision that is needed. The criticism has been made, however, that under this law there is practical operation of the transportation lines by the Commission, that the Commissioners have been placed in the shoes of the Directors of the companies and that such State regulation is in effect State prohibition of new enterprise and State operation of existing railroads. To give this criticism its proper weight involves the assumption that prior to the creation of the Commission there was "practical operation," that directors directed and that there was room for further extensive new railroad enterprises. These assumptions as to the situations in New York City before the Commission came into office are unnecessary. From the facts revealed in the investigations that have been made, from the admission of the present Federal Receivers and from careful observations it is apparent that in failure to keep up equipment, in lack of discipline of employees, in diversion of funds to improper purposes and in failure to collect fares, the old Metropolitan-New York City Railway System as run by its directors, if they directed, exemplified the evils that have in times past been described as evils peculiar to municipal operation.

There has never been any legal doubt under the common law that persons performing a public service were under the duty to serve all

alike, to give adequate service at reasonable rates and to have proper and safe equipment. Neither is there any doubt that the state which creates corporations has the right to regulate the capitalization and the accounts of such corporations. Assuming these principles there is still more work for directors than they have heretofore done in the management of their properties. There is no shifting of the principles of responsibility for a State commission to define what it will regard from the point of view of the people to be served as adequate service, to fix standards of safety and efficiency in equipment, and to direct that companies shall file and publish the rates that they will charge. Furthermore questions of adequacy, proper rates and equipment cannot be fairly dealt with unless uniform and scientific principles are followed in the keeping of accounts and in the issuance of additional securities. The Commission has been chiefly concerned up to the present time in establishing these standards and principles. Its chief duty hereafter will be to see that they are observed, leaving to the directors and managers of the roads the carrying out of their duties as officials of public service corporations.